

## KENTUCKY'S APPROACH TO DEVELOPMENT

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In 1792 Kentucky became the 15th state of the Union with a population of approximately 100,000. Today the 1970 Census revealed a population of 3,219,311 and for the first time we are more urban (52.37%) than rural.

Just as our State's population has grown, so has our society, our needs, our problems and our opportunities. We have run a good race in some areas and yet in others we have not even answered the call to the post.

The task of responsively governing the affairs of a modern state, whether it be at the city level, county level or even at the State level, is one of the greatest and most complex challenges men will ever face whether they realize it or not.

We and you are beset by a changing society and world that is probably faster than a "speeding bullet." Elected officials do not have enough time to go to all the meetings they are expected to attend, let alone stay on top of new programs, new techniques, or even plan and evaluate those in existence. This is true at the Federal and state levels as well as at the local level. Add to this confusion - almost 1,000 local government units of various types - consisting of 120 counties, 192 school districts, 359 municipalities and 273 special districts. Mix in over 100 state agencies and commissions (nobody is for sure exactly how many) of which approximately 30 are major functional departments. Cover this with 1,059 Domestic Federal Grant-in-aid programs from the Federal government and you don't have confusion - you have chaos.

Where are we headed? There are no national goals and objectives to speak of. Certainly none at the State level to amount to anything and I'm almost as sure none exists at the local level.

The only thing that I am sure of is that government should exist to serve the people. Government should be responsive to citizens' needs and desires. The Feds refer to it as new Federalism. We sometimes call it a full-faith partnership or a total development effort. I've heard it referred to as the key to the smokehouse, getting the hogs to the trough or getting ahold of the Federal cow in the right place.

Not all is lost even though I may sound a little bit like a prophet of doom. There are bright spots on the horizon.

For example:

1. The Federal government, through what they call new Federalism, is, in my opinion, trying to return some of the decision-making to local people. Revenue-sharing is an outside possibility. The reorganization of some Federal agencies and consolidation of some Federal programs would help and certainly is coming.

2. At the state level we have the commitment that state government will be responsive to local needs - a government to serve people more efficiently and effectively. We have seen this already demonstrated in some legislation and budget action as well as intended organizational changes. Some four years ago the Kentucky Program Development Office was created to try and tie together all of the development efforts (public - private - institutional - civic) in Kentucky. There was needed a vehicle or mechanism to bridge the gap between the concern of local government with community problems and the national government dealing with nationwide issues. KPDO was created to try and eliminate duplication of development efforts and to try and solidify those development activities.

We have 3 basic functions:

- (1) Clearinghouse for state and Federal operations under A-95.
- (2) Coordinate State Planning activities.
- (3) Provide state development services to local communities and this centers around improving the quality of planning.

Whether we stay as an agency in the reorganization is in a way immaterial. What is important is that state government be more responsive to local needs and that local government be in a position to accept this responsibility.

3. At the local level, well that is where the action is, where you either do or you don't and they always hold the local elected official accountable. All facilities are built at the local level and all services are eventually for a local citizen. What can be done at the local level to see that Federal and state governments are more responsive? To me the key is how good of a planning and management process or system you have at the local level. Can you demonstrate that you know your needs and that you can manage additional resources and plan for the future?

There must exist not only a good planning program (and planning is not just subdivision regulations and zoning regulations but it is much more than that) but a good management program which includes evaluation of programs, training of personnel, program budgeting, etc. I am afraid that in the past we at the state tried to sell planning as a requirement for Federal grant money which it was but there is certainly more to planning than that. The benefits are greater. It can be the guide or framework by which your community grows, develops, spends its money, etc.

At the local level we see better educated and better qualified elected officials than

ever before. Out of 120 counties we have 45 joint city-county planning commissions and 79 separate city and county planning commissions.

There are over 60 county-wide sewer and water plans completed or being completed. I feel the trend toward more planning is here but for it to be effective, useful and viable there has got to be more local involvement.

4. Last but certainly not least is the new creature called Area Development Districts (ADDs). They are the keystone to Kentucky's approach to development or as we sometimes call it "a total development effort."

To explain a total development effort we must define a few terms:

Total Development Effort: Involvement of people in one job --

Provide an equal opportunity for everyone to have a job and to live in the framework of a quality environment.

Quality Environment: Covers everything from libraries to health, schools, roads, airports, sewer and water, recreation, etc.

You don't achieve a quality environment by chance but only through a total development effort and a full-faith partnership.

Full-Faith Partnership: Simply delineates the various responsibilities of the different levels of government. Any book on management will tell us that we need only three things to get the job done - any job - leadership, know-how, and money.

Each level of government is better able to provide one of these things. The Feds have the money. Sixty-four cents of every tax dollar is collected by the Feds with the remaining 36¢ split about equally between state and local government. The state has the technical know-how in designing roads and other facilities. It is at the local level that we must have leadership. We cannot or should not sit in Frankfort or Washington and try to tell local people what they need or should have. A project or program will never succeed if there is no local leadership. If you can get the leadership and technical know-how together we feel you can get the 3rd - the money. But the key is good planning.

That's the concept behind a total development effort, and the keystone to Kentucky's approach to development is at the local level. It is at the local level that the area development districts come in.

The basic area development district innovation is not new. The first formal activity took place in the early 1960's.

Through the ADD concept the cities and counties in the region can work together for the advancement of the region, they can work on regional problems plus the fact they can retain their identity. The basic function of the ADD is to coordinate the regional planning and development activities of that area.

Some of the benefits of the ADD approach are:

- (1) Leadership through strength and unity.
- (2) Forum to solve common problems and needs.
- (3) Qualifies for federal and state assistance.
- (4) Pool resources to achieve things that could not be achieved individually.
- (5) Allow citizen participation.
- (6) Prevent overlaps and gaps.
- (7) Provide qualified staff.
- (8) Cut red tape.

The ADD is run by a Board of Directors that is made up of local citizens and elected officials. They hire a staff that is theirs, not state employees.

In Kentucky there are 15 ADDs all formed and staffed. Legislation was passed this time which establishes the ADDs by State Statute.

Kentucky's approach to development is basically two things: (1) make state and federal governments more responsive to local needs and (2) return decision-making to the local people.

Will it succeed? I think the system or mechanism is here but it depends on whether the local people want it to succeed and are willing to pay the price of involvement.